

Report of the

**EXPERT CONSULTATION ON THE ROLE OF
SMALL-SCALE FISHERIES IN POVERTY ALLEVIATION
AND FOOD SECURITY**

Rome, 5–8 July 2004

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Rome, 2004

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PREPARATION OF THIS DOCUMENT

This is the final report of the Expert Consultation on the Role of Small-scale Fisheries in Poverty Alleviation and Food Security, held in Rome, Italy from 5 to 8 July 2004.

Distribution:

Participants at the meeting
 All FAO Members
 FAO Fisheries Department
 FAO Regional Fishery Officers

FAO.

Report of the Expert Consultation on the Role of Small-scale Fisheries in Poverty Alleviation and Food Security. Rome, 5–8 July 2004.

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ABSTRACT

The Expert Consultation was convened by FAO in order to elaborate guidelines on the policies and actions needed to increase the contribution of small-scale fisheries to poverty alleviation and food security. The Twenty-fifth Session of the FAO Committee on Fisheries, held in Rome, Italy, from 24 to 28 February 2003, requested FAO to develop such guidelines as part of its series of technical guidelines on the implementation of the Code of Conduct for Responsible Fisheries.

The Expert Consultation had before it a comprehensive background document on the subject matter and recommended that two products be published by FAO:

- A FAO Fisheries Technical Paper on small-scale fisheries in poverty alleviation and food security that would include a full review of relevant background information.
- FAO Technical Guidelines for Responsible Fisheries on enhancing the contribution of small-scale fisheries to poverty alleviation and food security that would be a much more concise document highlighting the actions needed to increase the contribution of small-scale fisheries.

The Expert Consultation provided specific guidance for the finalization of the technical paper based on a revision and elaboration of the background document and produced a detailed outline for the preparation of the technical guidelines. It also provided recommendations on the dissemination of both documents and on methods to assess the use and evaluate the impacts of the technical guidelines.

The Expert Consultation noted that there is little reference to poverty alleviation and insufficient coverage of small-scale fisheries in the Code of Conduct for Responsible Fisheries. It therefore recommended the development of a new Article on “Small-Scale Fisheries and Poverty Alleviation”.

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1. OPENING OF THE MEETING AND ARRANGEMENTS FOR THE SESSION

The Expert Consultation on the Role of Small-scale Fisheries in Poverty Alleviation and Food Security was held in Rome, Italy, from 5 to 8 July 2004.

The list of experts and other participants in the meeting is shown in Appendix B. The documents which were before the Expert Consultation are listed in Appendix D.

The meeting was called to order by Mr Ichiro Nomura, Assistant Director-General, Fisheries Department, who delivered the opening statement. The text of his statement is reproduced in Appendix E.

Dr John Kurien served as Chairman of the Consultation.

The agenda shown in Appendix A was adopted by the Expert Consultation. The background and objectives of the Consultation are given in the Prospectus of the Consultation which is provided in Appendix C.

The Expert Consultation (EC) had before it a background paper that had been prepared by a team of consultants. The EC agreed that the background paper should be developed and improved, and subsequently published as a Fisheries Technical Paper, and should also serve as guidance for the preparation of the envisaged Technical Guidelines document mandated by COFI.

2. OBJECTIVES AND TARGET AUDIENCE OF THE ENVISAGED TECHNICAL PAPER ON INCREASING THE CONTRIBUTION OF SMALL-SCALE FISHERIES TO POVERTY ALLEVIATION AND FOOD SECURITY

In considering the objectives of the Technical Paper it was agreed that, because of the wide-ranging audience, the objectives should be left as broad as possible.

The EC discussed the target audience for the Technical Paper. The EC agreed that the primary target should be those involved with fisheries sector policy and decision making. However, this will involve a large number of stakeholders, including national and local government/ministries (in fisheries and other sectors) particularly in developing countries, key decision makers involved in formulating national plans and poverty reduction strategies, donors, regional and sub-regional bodies, fishing industry, research institutes, community organisations, and fisher and fishworker organisations.

3. THE CONTRIBUTION, ROLE AND IMPORTANCE OF SMALL-SCALE FISHERIES TO POVERTY ALLEVIATION AND FOOD SECURITY AT THE MICRO, MESO AND MACRO LEVEL

Following on from the agreement reached in Agenda item 2, the EC reviewed the background document, section by section, to provide comment and discussion to be incorporated into the Technical Paper

Introduction

The content and intent of the introduction was outlined by the primary author of that section, and included:

1. The current status of the Code of Conduct for Responsible Fisheries (CCRF) with respect to small-scale fisheries;
2. The lack of information and understanding of small-scale fisheries;
3. International agreements and changes in policy that had occurred since the CCRF was agreed;
4. The importance of small-scale fisheries to food security and poverty alleviation;
5. Justification for the Technical Paper;
6. Objectives of the Technical Paper;
7. Target audience for the Technical Paper; and
8. Structure of the document.

In reviewing the section, many helpful comments and additions were given to the authors. These included making the changes identified in Agenda item 2 concerning the objectives and target audience; restructuring the section to provide a more logical flow of ideas; and providing a short generic history on the development of small-scale fisheries.

Section 1: Definitions and concepts

The content and intent of the section was outlined by the primary author of that section, and included:

1. Characterizing small-scale fisheries;
2. Providing a framework to examine the concept of food security; and
3. Providing a framework to examine the concept of poverty.

The author explained that this had been done in a historical framework that noted the changing and evolving understanding of both the nature of small-scale fisheries and the two important concepts of poverty and food security.

In general, the EC felt that this was a very useful background section and suggested some relatively minor changes including: changing the order to consider poverty and then food security; ensuring consistency of the use of the terms throughout the document; introducing some diagrams to simplify presentation of the concepts; a re-analysis of the concept of "fish food security"; elaboration of the definition of poverty, including the issues of displaced populations; and a more balanced treatment of gender issues.

Section 2: Contribution, role and importance of small-scale fisheries in poverty alleviation and food security.

The authors introduced this section noting first the relevant Articles in the Code of Conduct for Responsible Fisheries that make explicit reference to food security and poverty alleviation and to the contribution of small-scale fisheries, fishers and fishworkers. They then detailed the structure of this section, which addressed first the nutritional and food security relevance of fish and fishery products, the direct and indirect contribution of small-scale fisheries to food security at the individual and household levels, and the relationship between trade and food fish supplies and food security at national and global levels. The authors highlighted that this was followed by: an analysis of the contribution of small-scale fisheries to poverty alleviation at household, local and national levels; the safety net function provided by fisheries for the poor in general; the reasons why small-scale fisheries are especially vulnerable to poverty; the factors that have contributed to increasing vulnerability over time; and various coping strategies within and outside of the fisheries sector.

The main comments and suggestions made by the EC on this section were as follows:

- Re-arrange the structure to present first the poverty alleviation contribution at (i) national, (ii) local and (iii) household levels, followed by the food security contribution in the same order.
- Add other dimensions of the benefits of small-scale fisheries at the national level such as their comparative advantages vis-à-vis industrial fisheries. These advantages might include: higher returns on investment; the fact they are decentralized and geographically spread; greater equity; and other environmental, social, cultural and political benefits.
- Make reference to the particular benefits emanating from the “cash crop” nature of fish at household and local/regional levels.
- Amend and expand the factors resulting in increased vulnerability, including increasing pressure and conflict over coastal resources.
- Include reference to negative coping strategies.

Some additional comments were also offered by the EC which will be considered in the drafting of the Technical Paper and development of the Technical Guidelines.

4. ENHANCING THE POVERTY ALLEVIATION AND FOOD SECURITY ROLES OF SMALL-SCALE FISHERIES

The EC reviewed the background document, section by section, to provide comment and discussion to be incorporated into the Technical Paper.

Section 3: Enhancing the role of small-scale fisheries in contributing to poverty alleviation and food security.

The primary authors introduced this section which included several parts, or sub-sections, as follows:

- Introduction
- Cross-sectoral issues
- Pro-poor policy
- Pro-poor legislation
- Fisheries management issues
- Financing poverty reduction
- Making markets work for the poor
- Capacity development for poverty reduction
- Appropriate information and communications systems
- Research priorities

Many useful suggestions were made to improve this section. One overarching suggestion was to re-structure the section as follows:

1. Policy in support of the poor
2. Legislation in support of the poor
3. Implementing policy and legislation (including section on human capacity)
4. Cross-sectoral solutions
5. Fisheries management solutions
6. Making markets work for the poor
7. Financing poverty reduction

8. Capacity development for poverty reduction
9. Information and communication

The EC emphasised that when addressing ways in which the livelihoods of fishers and fish workers could be improved, it was important to consider the linkages between the different dimensions of poverty and to provide support that addresses all the issues including improved health and sanitation, education, empowerment, before positive resource management would become a reality.

In terms of diversifying livelihoods the EC felt that the paper needed to address the difficulties in finding alternative livelihood activities, especially when fisheries resources have become degraded. Simply having a shopping list of alternative livelihoods, and not recognising that they should be part of a wider development initiative rather than a resource management strategy, was highlighted as being a common mistake made in the past. The EC also requested that the Technical Paper discuss the problems associated with the commonly expressed policy of converting fishers into fish farmers as a way of decreasing pressure on capture fisheries and increasing fish production.

The EC provided many useful references to parts of the Code of Conduct for Responsible Fisheries that dealt with small-scale fisheries issues that could be added to the text. It also requested a more complete coverage of cross-sectoral policies and legislation, especially those concerning other sectors that may impact small-scale fisheries e.g. legislation and policies relating to migration. It also requested a more complete coverage of the issue of decentralization. Some useful editing of the section on conflicting policy objectives was also provided.

The EC also suggested the addition of several new boxes in the text to highlight examples of good policies and good legislation, and provided several new ideas on how to improve policies. Several members of the EC committed themselves to providing boxes to the authors as soon as possible.

The principles of fisheries management as it relates to small-scale fisheries were discussed at length. In discussing fisheries management and improvements to the Technical Paper, the EC agreed that:

- Some of the principles should be re-written to accommodate concerns raised by the EC.
- The main difficulty in fisheries management was in implementing the principles and that this also needs to be addressed in the Technical Paper, especially in terms of mechanisms and processes to implement and enforce such principles.
- a cautionary note needs to be added to the effect that overfishing and overcapacity was a major global issue and that any principles of fisheries management should ensure the conservation and sustainability of the resource.
- The Technical Paper should address issues of illegal, unregulated and unreported fishing (IUU), and assessment and management of overcapacity in the context of small-scale fisheries.
- A more balanced review based on recent scientific assessments should be provided of Marine Protected Areas as a fisheries tool.
- Examples of rights-based fishing from Latin America which were provided should be included as a box in the Technical Paper.

Some experts at the EC felt that marketing is an integral part of management while others did not. It was decided to link marketing and management more appropriately in the document, but not to merge these two sub-sections.

It was stressed that small-scale traders and processors, particularly women in fishing communities, should be enabled to benefit from emerging opportunities in marketing and processing, arising from higher production and development of post-harvest technologies. The need to meet domestic demand for better quality products and develop domestic marketing channels was also highlighted, given that much of the emphasis so far in developing countries has been on meeting export market demands and associated requirements. The need for equity of markets was also raised. It was felt that the sub-section should also include some comment on input markets, not just output markets. As in other sections, some good Latin American examples were provided and it was agreed that they should be included as a box. Overall it was felt that the sub-section needed some restructuring.

With respect to financing poverty reduction, again many suggestions were offered and a restructuring of the sub-section was proposed. Other comments included: the possibility of capturing finance and using it in implementing Poverty Reduction Strategy Papers; the need to focus on capacity building not just technological fixes; repayment of loans; the need for assistance to assist structural adjustment; and the importance of savings as part of microfinance. It was suggested that the subsidy section be re-visited with a view to highlighting the need for income support and social welfare in moving towards more responsible fishing. The issue of social security and insurance was also discussed.

The EC agreed that the section on human capacity should refer to the work of the Advisory Committee on Fisheries Research (ACFR) and be incorporated within the sub-section on implementing policy and legislation.

It also agreed that the research section be combined with the information and communication section, and again cross-referenced to the current work of the ACFR.

5. FRAMEWORK FOR THE TECHNICAL GUIDELINES

The EC developed a draft outline for the more concise “Technical Guidelines on enhancing the contribution of small-scale fisheries to poverty alleviation and food security”. The EC agreed that the target audience for these guidelines would be decision makers, planners, and all those involved in developing and implementing policy relevant to small-scale fisheries, including small-scale fishers and fishworkers.

The draft outline for the Technical Guidelines is provided in Appendix F, and includes some bulleted points/notes on key issues to be included.

6. APPROACHES TO FINALIZE AND DISSEMINATE THE TECHNICAL GUIDELINES AND FISHERIES TECHNICAL PAPER

The EC agreed that two products should be published:

1. A Fisheries Technical Paper on small-scale fisheries in poverty alleviation and food security that includes a full review of relevant background information.

2. Technical Guidelines on enhancing the contribution of small-scale fisheries to poverty alleviation and food security that would be a much more concise document highlighting the actions needed to increase the contribution of small-scale fisheries.

The Secretariat informed the EC about the intended process to finalize the Technical Paper and the Technical Guidelines. This would include the engagement of consultants to amend the Technical Paper and develop a first draft of the Technical Guidelines, based on the guidance and contributions provided by the EC and subsequent email communications. These drafts are expected to become available in September 2004 for subsequent review by EC participants.

In regard to the dissemination of the documents the EC recommended:

1. Dissemination of the Technical Guidelines

- Presentation in an effective and attractive format, with assistance from specialised services in FAO (editing, preparation of figures, graphic design)
- An advanced version to be made available to COFI in English
- Subsequent publication and placement on the FAO website in the five official FAO languages
- Encouraging translation into local languages
- Press releases and associated publicity, to be tied to a major event (to be identified)
- The use of normal FAO dissemination methods
- Further dissemination by FAO through fisheries and non-fisheries networks (e.g. to co-ordinators of national poverty reduction strategies)
- Presentation at dedicated regional workshops
- Distribution at all other relevant international/regional meetings
- Development of policy briefs

2. Dissemination of the Fisheries Technical Paper

- Translation into at least three languages
- Publicised and available on the FAO website
- Notice of the Technical Paper's publication to be made to email/listservers such as Fishfolk, IIFET, and other non-fisheries networks

7. METHODS TO ASSESS THE USE AND EVALUATE THE IMPACT OF THE GUIDELINES

The EC proposed that the following methods be used to assess the use of the Technical Guidelines:

- Assess the extent to which the Technical Guidelines, and language contained within them, are used in different countries
- Develop a Web-based bulletin board to receive comments
- Conduct sample-based investigations (by questionnaire, interviews, email, and/or telephone) with policy makers (perhaps at COFI and other regional meetings)
- Evaluate how many media articles are produced on the Technical Guidelines
- Monitor Technical Guidelines website counter on the FAO website
- Assess frequency of references to the Technical Guidelines

The EC proposed that indicators be developed to evaluate the impact of the Technical Guidelines. Such impacts should be evaluated after 3 – 5 years.

8. RECOMMENDATION

The Expert Consultation noted that while several Articles in the Code of Conduct for Responsible Fisheries refer to small-scale fisheries and food security, there is little reference to poverty alleviation, and insufficient coverage of small-scale fisheries. The EC therefore recommended the development of a new Article on “Small-scale Fisheries and Poverty Alleviation”. Such an Article should include the following elements:

- Responsible fisheries that address the Millennium Development Goals
- Integration of fisheries into national development and poverty reduction strategies
- Strengthening the rights of small-scale fisheries
- Empowerment through communication, capacity building and organisation
- Fisheries and related policy favouring the poor
- Legislation in support of the poor
- Appropriate financing for poverty reduction
- Pro-poor fisheries management approaches
- Reducing vulnerability through better coping mechanisms and social safety nets
- Making markets work for the poor

9. ADOPTION OF THE REPORT

The report was adopted at 17h00 on 8 July 2004

Agenda

1. Election of chairperson and adoption of agenda
2. Objectives and target audience of the envisaged guidelines on increasing the contribution of small-scale fisheries to poverty reduction and food security
3. The contribution, role and importance of small-scale fisheries at the micro, meso and macro levels:
 - Micro level: sustainable livelihoods at household and community levels
 - Meso level: local and regional economic diversification and development
 - Macro level: contribution to national economic growth and food security
4. Enhancing the poverty eradication and food security roles of small-scale fisheries
 - Integration of fisheries into national poverty reduction and development strategies
 - Strengthening the rights of the poor (e.g. right to natural resources; right to food)
 - Pro-poor fisheries management approaches
 - Reducing vulnerability through better coping mechanisms and social safety nets
 - Making markets work better for the poor, especially poor women
 - Empowerment through communication, capacity-building and organization
 - Pro-poor research and information acquisition
5. Approaches to disseminate the guidelines
6. Methods to assess and evaluate the use and impact of the guidelines

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Prospectus for the Expert Consultation

1. OBJECTIVE

To develop guidelines for enhancing the contribution of small-scale fisheries to poverty reduction and food security.

2. MANDATE

The Twenty-fifth Session of the Committee on Fisheries, Rome, Italy, 24–28 February 2003, welcomed the suggestion for FAO to elaborate, in the context of the Code of Conduct for Responsible Fisheries, technical guidelines for increasing the contribution of small-scale fisheries to food security and poverty alleviation.

3. ISSUE

Small-scale fisheries can be broadly characterized as employing labour intensive harvesting, processing and distribution technologies to exploit marine and inland water fishery resources. The activities of this sub-sector, conducted full-time or part-time or just seasonally, are often targeted on supplying fish and fishery products to local and domestic markets, and for subsistence consumption. Export-oriented production, however, has increased in many small-scale fisheries during the last one to two decades because of greater market integration and globalization. While typically men are engaged in fishing and women in fish processing and marketing, women are also known to engage in near-shore harvesting activities and men are known to engage in fish marketing and distribution. Other ancillary activities such as net-making, boat-building, engine repair and maintenance, etc. can provide additional fishery-related employment and income opportunities in marine and inland fishing communities.

Small-scale fisheries operate at widely differing organizational levels ranging from self-employed single operators through informal micro-enterprises to formal sector businesses. This sub-sector, therefore, is not homogenous within and across countries and regions and attention to this fact is warranted when formulating strategies and policies for enhancing its contribution to poverty reduction and food security.

While currently many small-scale fishing communities are poor and vulnerable, small-scale fisheries can generate significant profits, prove resilient to shocks and crises, and make meaningful contributions to poverty alleviation and food security, in particular for:

- those involved directly with fishing (fishers, traders, processors, etc.);
- the dependents of those involved directly with fishing (fishing-related households and communities);
- those who buy fish for human consumption (consumers);
- those who benefit from related income and employment through multiplier effects; and
- society in general and those who benefit indirectly as a result of national export revenues from fisheries, re-distributive taxation and other macro-level mechanisms.

The Expert Consultation will consider policies and strategies which could be pursued and specific actions which could be taken that would help to increase the contribution of small-scale fisheries to poverty eradication and food security. Some strategies lie within the fisheries sector, and can therefore be tackled by fisheries-specific initiatives while others require action by planners, policy-makers and practitioners in other sectors.

4. LANGUAGES

The meeting will be conducted in English. The final outcome of the meeting, i.e. the technical guidelines, will be translated into all the official languages of FAO.

5. DOCUMENTATION

Draft elements of the technical guidelines will be circulated by the FAO Secretariat to the invited experts by mid-June 2004. As appropriate, additional materials will be made available by the FAO Secretariat and by the invited experts.

6. PARTNERSHIP

The Expert Consultation is a joint undertaking of the FAO Fishery Policy and Planning Division and the DFID-funded Sustainable Fisheries Livelihoods Programme (SFLP).

List of documents

1. Provisional agenda
2. Prospectus
3. List of participants
4. Background paper on enhancing the contribution of small-scale fisheries to poverty alleviation and food security by Bene, C., Macfadyen, G. and Allison, E.

APPENDIX E

**Opening statement by Ichiro Nomura, Assistant Director-General, FAO Fisheries
Department**

Ladies and Gentlemen,

Welcome to Rome and welcome to FAO.

I'm very grateful that you have accepted to serve as experts in this Consultation. I also would like to express my thanks to your organizations or governments which have agreed to your participation.

Many of you are aware that small-scale fisheries and their contributions to poverty alleviation and food security featured prominently at the last session of the FAO Committee on Fisheries held in February of last year. COFI explicitly commended FAO to have placed small-scale fisheries as a stand-alone item on its agenda. This came, as some of you may remember, after a break of two decades. Indeed, this month signifies the twenty year anniversary of the FAO World Conference on Fisheries Management and Development (27 June to 6 July 1984) which in its 8 substantive strategy elements included one entitled: "The special role and needs of small-scale fisheries and rural fishing and fish farming communities". Its focus was squarely on betterment of the livelihoods of small-scale fishing communities through various means not least by making them participate more actively in the planning and implementation of development and management activities. Much of what was said in this strategy is still appropriate and relevant today. There is, however, one important dimension of small-scale fisheries that hardly featured in the strategy, namely their overall contribution to economic growth, food security and poverty reduction. As is too the case with agricultural development at a larger and more profound scale, the importance of small-scale fisheries for rural development and overall well-being in a country can hardly be overestimated. Deplorably this is not usually well reflected in actual policy-making.

COFI has asked FAO to elaborate guidelines on increasing the contribution of small-scale fisheries to poverty alleviation and food security as part of its series of technical guidelines on implementation of the Code of Conduct for Responsible Fisheries. Much has happened in the international arena and at national levels since the Code was negotiated and finally adopted in 1995. Awareness has grown that more specific policies and interventions are needed to get people out of poverty, prevent them to fall into poverty, and to secure their nutritional well-being at all times. The international community is committed to the aims of reducing by half the number of poor and food insecure people by 2015 – which at once appear like overly modest objectives in the sense of being too little too late, as well as overly ambitious objectives in the sense of the kind of profound structural changes and adjustments that are needed to attain them.

Well, I do not wish to further delay your review and discussion of what I have understood is a comprehensive draft of the envisaged guidelines. Before ending, however, I should mention that our work in this area is supported by the FAO/DFID Sustainable Fisheries Livelihoods Programme (SFLP) and that the outcome of your work will be made available to the next session of COFI where once again small-scale fisheries will feature prominently on its agenda.

Framework for the Technical Guidelines

1. Background. Use FAO standard

2. Introduction

a) *Context and scope to highlight*

- Difference between fisheries and agriculture, current resource status, production growth mentality.
- Mandate of COFI (include importance and actual/potential contribution of small-scale fisheries).
- Recent international developments and commitments (recent focus on PA and FS, Millennium Development Goals, WSSD).
- Code's development and gaps.
- Primarily small-scale capture fisheries.

b) *Objectives*

- To support a special focus on small-scale fisheries.
- To fill the gap in the Code on small-scale fisheries, and especially on poverty and food security issues in light of the developments and renewed international focus on these issues.
- To stimulate ideas and thoughts amongst policy-makers, by providing illustrations and examples.
- To make practical suggestions about ways to ensure that the contribution of small-scale fisheries to poverty reduction and food security is maximized.

c) *For whom/target audience*

- These guidelines are directed at decision makers, planners, and all those involved in developing and implementing policy relevant to small-scale fisheries, including small-scale fishers and fishworkers.

3. Definitions and concepts

a) *Characterization of small-scale fisheries (Quote from ACFR meeting in Bangkok)*

b) *Concept of poverty and vulnerability to poverty*

- Evolving understanding (broadening of concept and importance of vulnerability).
- What is special in relation to small-scale fisheries (link to characterization)?

c) *Concept of food security*

- Direct and indirect, and link to poverty.
- What is special in relation to small-scale fisheries?

4. Contribution, role and importance of small-scale fisheries in poverty alleviation and food security

a) *Small-scale fisheries and poverty alleviation*

- Macro (GDP, tax, foreign exchange, comparative advantages of small-scale fisheries vs. industrial fisheries, including social/economic (equity, spreading out of benefits), cultural, political, and environmental issues).
- Local (income and employment multipliers e.g. market stimulation due to cash crop nature of fish, upstream/downstream linkages, tax, strong local/social linkages due to use of shared resources).
- Household (central in livelihoods strategies. Different levels of activity: full time, occasional/supplementary (comment on why i.e. reduces risk, generates cash), seasonal, safety-net).

b) *Small-scale fisheries and food security*

- Global (high contribution ~50% of food fish from small-scale fisheries. Almost all fish from small-scale fisheries for direct human consumption).
- Regional and national level (intra-regional trade, importance in developing countries).
- Direct at individual/household level (nutritional contribution).
- Indirect at individual/household level (to barter/purchase food).

5. Enhancing the role of small-scale fisheries in contributing to poverty alleviation and food security

a) *A vision for small-scale fisheries (ACFR vision)*

The vision for small-scale fisheries is one in which their contribution to sustainable development is fully realised. It is a vision where:

- they are not marginalised and their contribution to national economies and food security is recognized, valued and enhanced;
- fishers, fish workers and other stakeholder have the ability to participate in decision-making, are empowered to do so, and have increased capacity and human capacity; thereby achieving dignity and respect; and
- poverty and food insecurity do not persist; and where the social, economic and ecological systems are managed in an integrated and sustainable manner, thereby reducing conflict.

b) *Fisheries policy favouring the poor*

- Processes (synthesize following list and review again)
 - More emphasis on analysis of policy stakeholders, and specific issues of governance.
 - May need legislation and/or formalization of processes to ensure appropriate involvement by small-scale fisheries interests.
 - Careful planning to allow sufficient time and budgets for wide stakeholder involvement to become a reality.
 - Working with small-scale fisheries organizations to strengthen the ability of their representatives to participate meaningfully.
 - Adaptation of workshop tools to cater for different educational levels and experience of technical issues, and to encourage contributions to be made by small-scale fishers at policy meetings.

- Making specific use of the knowledge and experience of small-scale fishers and fish workers.
- Formalization of methods to ensure transparency i.e. full disclosure of information on the extent of the involvement by different parties, and reasons for inclusion and exclusion of particular issues in policy documents, the selection of key priorities, and the processes used.
- Decentralization of policy processes, which increases both the potential for stakeholder involvement, but also accountability by bringing decision-making closer to the people.
- Regular review and analysis of policies.
- Analysis of policy processes.
- Review of implementation strategies.
- Participation as key.
- Link with PRSPs.
- Specification of appropriate objectives
 - Add bullets currently in legislation section of background document in here
 - Put table 9 from background document in annex, noting that categories are not discrete.
- Policy trade-offs
 - Between objectives.
 - Between short-term vs long-term.
 - Need information (quantitative and qualitative) on which to assess trade-offs. To some extent may be inherent, and there may be no optimal policy.
 - Policies have distributional impacts, so each policy objective should be assessed in terms of its impacts on the poor (note direct and indirect impacts within fisheries and on other sectors), and potential conflicts.

c) *Legislation in support of the poor*

- Process of law making – needs to be participatory at all levels (national and local laws and bye-laws).
- Focus on pro-poor areas where legislation most needed e.g. rights issues.
- Reference to pro-poor international conventions/laws and need for legislation to support commitments (Labour rights, right to food, women's rights, human rights).

d) *Implementation issues (not specific to other sub-sections/topics)*

- Human capacity development.
- Importance of information.
- Need for appropriate funding.
- Need to strengthen institutional/organisational development:
 - more small-scale fisheries experts;
 - more social/economic/livelihoods emphasis/skills;
 - involvement of small-scale fisheries with administrations
 - need to work/strengthen fisher organisations;
- Include civil society, users, etc (participation and empowerment).

e) *Cross-sectoral solutions*

- Easier at local level (principle of subsidiarity), and need to improve at national level.
- Vertical integration and link with PRSPs.

- Multi-use nature of resources, and need to manage sectors, including aquaculture, in an integrated manner).
- Improving livelihoods through non-fishing initiatives (health, literacy etc.).
- Livelihoods diversification.
- Need to make small-scale fisheries more visible at national level, and promote a partnership between civil society, private sector, States, and donors to ensure sufficient funds and support for small-scale fisheries.
- Reference to ecosystem-based management.
- Reference to ICAM Code and Guidelines.

f) *Fisheries management solutions*

- Broad principles
 - Rights-based management.
 - Exclusive and preferential access for small-scale fisheries and the poor (but normally based on gear and boat size, and assumption that small-scale fisheries may not use a particular type of gear e.g. trawls).
 - Need to combat idea that offshore is just for industrial fisheries...issue of small-scale fisheries moving offshore (also put in Technical Paper).
 - Decentralized management...using local legislation.
 - Small-scale local processing and marketing of VA products.
 - Granting and protecting rights of ownership to coastal/shoreline land.
 - Political support and ensuring financial sustainability.
 - Need to manage industrial and small-scale fisheries in an integrated manner.
- Specific (strip out duplication in other sections)
 - Co-management/community-based management and poverty alleviation (enabling policies and legislation, preventing elite capture, co-management objectives, strong central government capacities, co-management and local political power, capacity-building and social preparation, political processes rather than technical assistance, co-management and gender issues, grassroots and NGOs, community heterogeneity).
 - Protected areas and resource enhancement– pros and cons in terms of poverty and greater involvement of marginalised. Marine protected areas (MPAs) might be extractive or non-extractive and allow poor and certain types of small-scale gear. Link with environmental ministries.
 - Assessment and management of overcapacity and IUU/IPOAs and applicability to small-scale fisheries.
 - Technical measures and destructive fishing gear. Need to match technology with eco-system and nature of resource.
 - Potential for collective management to retain employment, and improve efficiency and equity in the long-term.

g) *Making markets work for the poor*

- Stress actual benefits of marketing and increases in trade.
- Current/recent changes (demand/supply, product forms, certification, regulatory issues. But distributional/equity impacts on poor).
- Need to raise awareness of importance of small-scale fisheries post-harvest sector.
- Product markets, credit markets, input markets, and overlapping/linkages.
- Collective organisations for marketing.
- Gender importance.

- Marginalization – gender balance different in different countries/regions.
- Traders empirically more vulnerable than capture sector?
- Access to fish (facilities, right of first sale).
- Access to markets... reduce market imperfections and ability of poor to engage in markets....oligopolies, better market information.
- Ability to influence markets.
- Look at World Development report on poverty.

h) Financing poverty alleviation

- Fisheries sector has access to wider national poverty reduction programmes, and retention of funds for use to support poor small-scale fisheries.
- Financing transition to responsible fisheries.
- Financing community development.
- Credit and savings and different mechanisms (linked to markets, funds etc.).
- Insurance and social security funds.

i) Information and communication

- Increase awareness by poor small-scale fishers and fish workers of their rights so they can advocate for them.
- Better involvement of poor small-scale fishers and fish workers in communication and information systems (internet, radio – note that region-specific in terms of uptake).
- Extension in social matters.
- Better methods of getting information...integrated methods, better use of, and recognition, of traditional knowledge.
- Getting message across at high political level of potential and actual contribution of small-scale fisheries to PA and FS.
- Informative workshops aimed at facilitating the exchange of information between planners and fisheries stakeholders. This would in particular address the current lack of representation of the small-scale fishery sector in poverty reduction strategies.
- Organization and coordination of Fisheries Forums at different levels (local, district, national and international) to foster stakeholder participation in the decision-making process, institutional development of the sub-sector and to raise awareness of their importance.
- Working with the fisheries departments as key-message carriers through to Ministers.
- Influencing the major donor agencies (in particular the World Bank –due to its large influence on national policies) to ensure that small-scale fisheries are part of their own agenda (e.g. World Bank Green Books).
- Consider the potential role of “pressure groups”, i.e. International NGOS, civil society, World Forums, etc. in influencing the agenda setting and the policy process of national governments.
- Need for more/better/different types of information on small-scale fisheries.
- Research requirements (summary of key topics in current sections 9 and 10).

The Expert Consultation was convened by FAO in order to elaborate guidelines on the policies and actions needed to increase the contribution of small-scale fisheries to poverty alleviation and food security. The twenty-fifth session of the FAO Committee on Fisheries, held in Rome from 24 to 28 February 2003, requested FAO to develop such guidelines as part of its series of technical guidelines on the implementation of the Code of Conduct for Responsible Fisheries. The Expert Consultation had before it a comprehensive background document on the subject matter and recommended that two products be published by FAO: (i) a FAO Fisheries

Technical Paper on small-scale fisheries in poverty alleviation and food security that would include a full review of relevant background information; and (ii) FAO Technical Guidelines for

Responsible Fisheries on enhancing the contribution of small-scale fisheries to poverty alleviation and food security that would be a much more concise document highlighting the actions needed to increase the contribution of small-scale fisheries.

The Expert Consultation provided specific guidance for the finalization of the technical paper based on a revision and elaboration of the background document and produced a detailed outline for the preparation of the technical guidelines. It also provided recommendations on the dissemination of both documents and on methods to assess the use and evaluate the impacts of the technical guidelines.

The Expert Consultation noted that there is little reference to poverty alleviation and insufficient coverage of small-scale fisheries in the Code of Conduct for Responsible Fisheries.

It therefore recommended the development of a new Article on "Small-scale Fisheries and Poverty Alleviation".

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